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PROGRAMME PLANNING

Country and intercountry programmes and projects

# FIFTH COUNTRY PROGRAMME FOR SENEGAL

| Programme period | Actual resources programmed | $ |
|---|---|---|
| January 1992-December 1996 | IPF | 29 401 000 |
| | Cost-sharing (programme and project) | 820 000 |
| | Total | 30 221 000 |

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# I. DEVELOPMENT SITUATION, OBJECTIVES AND STRATEGIES

## A. Current socio-economic situation

1. During the 1980s, in response to the economic crisis in the country produced by internal structural factors and an adverse economic environment, the Government of Senegal undertook a wide-ranging transformation of the national economy.

2. From 1984 onwards, extensive structural reform was undertaken with a view to placing public finance on a sound footing, restructuring the public sector, promoting the private sector effectively and increasing productivity.

3. The overall results of the reform are encouraging. Since 1986, despite a population growth rate of 2.7 per cent, the average annual rate of growth in per capita gross domestic product (GDP) has been positive, while between 1984 and 1989 the budget deficit was cut from 4 per cent of GDP to 2.1 per cent, the external deficit reduced from 17.3 per cent to 9.6 per cent, and inflation brought down from 12 per cent to 1.4 per cent.

## B. National development strategies and objectives

4. Nevertheless, the current situation remains fragile, as evidenced by the performance during 1989/90. The Government is therefore continuing to focus its efforts in two areas: adjusting the basic variables of the national economy and extending economic reform.

5. The development of the economy must involve a human resources policy aimed at controlling population growth and ensuring a balanced distribution of the population while taking account of the need to maintain the balance of the ecosystem and preserve natural resources.

6. The reform in progress is geared in particular to:

(a) Reducing public-sector staff and salaries (notably by freezing salaries until 1992);

(b) Restructuring the economy through contraction and more extensive reform of the public sector, further efforts to restore balance to and restructure the banking sector and reducing production costs (energy and salaries);

(c) Stimulating resumption of growth by promoting sectors which generate value added and strengthening vocational training;

(d) Implementing structural-adjustment measures in the social sector, notably through the creation of an Agency for Projects in the National Interest designed to promote employment, and the setting up in 1988 of a National Employment Fund, managed by the Office for Employment Placement and

Reintegration and designed to encourage the reintegration into the labour market of former government employees.

7. The conclusion drawn from an analysis of the social and economic situation in Senegal was that development should be conceived not in terms of piecemeal initiatives but in terms of the basic development of the economy. The Government is maintaining a traditional quantitative approach (income growth, capital formation) and is proposing a strategy aimed at calling into question the basic parameters for economic and social development.

8. The strategy is contained in the eighth plan (1989-1995) and focuses on four areas:

(a) Efforts to regulate developments in the social sector will involve greater democracy and effective participation in the development process by local communities and grass-roots professional groups, thereby creating the conditions for genuine decentralization. To ensure that the population is able to play an effective role in development, widespread literacy and basic education programmes will be introduced, and managers trained to cope with the needs of a changing society, while efforts will be made to expand the cultural horizons of even the most underprivileged sections of society;

(b) In Senegal, a Sahelian country, the basic variables which influence economic and social development are demography and natural resources. The main priority is therefore to encourage growth and minimize its social costs;

(c) State control of the economy is giving way to market regulation. The nature of planning is changing and the plan itself is becoming a framework for the formulation of policies designed to offer guidance and direction in seeking on the one hand to ensure the transition from a controlled and protected economy to a competitive one, and, on the other, to exercise control over the dynamics of the market;

(d) Culturally and economically, the future of Senegal is linked to that of the subregion of West Africa and of the African continent as a whole. It is only by integrating and consolidating the complementary elements within the subregion and the African continent that the Senegalese economy will be able to create the internal conditions for economic growth.

9. In the short term, external aid remains vital. In this connection, the Government's strategy is to ensure that aid contributes directly to the achievement of the strategic objectives set out above, as well as ensuring the Government's financial solvency.

## II. EXTERNAL COOPERATION

### A. Role of external cooperation

10. In 1989, official development assistance (ODA) totalled $607.5 million, of which 70.7 per cent came from bilateral sources and 29.3 per cent from multilateral ones. Donations accounted for 53.5 per cent of all aid, the rest being in the form of loans. The following table shows the breakdown by main source of funding.

Table 1. Breakdown of funding

($ million)

| | Amount | Percentage | | Amount | Percentage |
|---|---|---|---|---|---|
| Bilateral aid | 429.5 | 70.7 | Multilateral aid | 178.0 | 29.3 |
| France | 192.7 | 31.7 | IMF | 68.7 | 11.3 |
| Japan | 64.5 | 10.6 | World Bank/IDA | 49.8 | 8.2 |
| Italy | 49.2 | 8.1 | EEC | 23.8 | 3.9 |
| United States | 43.7 | 7.2 | United Nations agencies | 17.3 | 2.9 |
| Canada | 21.6 | 3.5 | UNDP | 9.6 | 1.6 |
| Arab States | 14.6 | 2.4 | AfDB/AfDF | 5.3 | 0.9 |
| Other | 43.2 | 7.2 | Other | 3.5 | 0.5 |

11. Of the 562 projects in progress or in preparation, 38 were technical cooperation projects, while the remainder were financial assistance projects. The main sectors of activity were structural adjustment (32.4 per cent), agriculture, forestry and fisheries (18.5 per cent), natural resources (10.4 per cent) and education (9.2 per cent).

12. Total assistance from the United Nations system amounted to $147 million, equivalent to 24 per cent of ODA. The United Nations Development Programme (UNDP) played only a modest role, accounting for 1.6 per cent of total aid and only 5 per cent of multilateral aid, and should therefore take special care in properly targeting the programmes and strategic objectives to which the Government accords priority, using its comparative advantages as effectively as possible.

### B. Aid coordination arrangements

13. Given the complexity and diversity of the aid requirements of the programmes to restructure the economy and stimulate growth, effective management of technical cooperation is required. One of the key elements in this management is the coordination currently provided by the Ministry of the Economy, Finance and Planning. It should be noted that the Government, together with UNDP, is launching a National Technical Cooperation Assistance Programmes (NaTCAPs) process. Although the results of the NaTCAP process are not available at present, they will be taken into account when the programme activities are implemented.

14. In addition, the Joint Consultative Group on Policy will offer new opportunities for closer, more concrete and more pragmatic coordination, which needs to be developed through specific measures. The links between UNDP and the United Nations Population Fund (UNFPA) will be strengthened as far as possible.

15. The Government will also use the opportunity provided by the implementation of the various activities to take advantage of the economies of scale offered by the regional programme. These activities will be the subject of joint programming with the United Nations Sudano-Sahelian Office (UNSO) and with regional bodies such as the Inter-State Committee on Drought Control in the Sahel (CILSS).

16. Finally, in agreement with the Government, the informal meetings held to complement the meetings of the Consultative Group of the World Bank, will provide an opportunity for the donor community and the Government to coordinate their activities, particularly in individual sectors, and will allow for greater transparency in the implementation of the programme.

## III. THE COUNTRY PROGRAMME

### A. Assessment of ongoing country programme

17. The fourth country programme focused essentially on population growth and density, the preservation of the most endangered natural resources, reduction of the food deficit, reorienting the production system and strengthening economic management capacity. The programme also included the integration of women in the development process and the development of human resources. Provision was made in total for about 50 projects (of which 32 were new and 18 carried over from the third programme).

18. The programme's impact, particularly as regards strengthening institutional capacity, was felt in three areas:

(a) Two instruments were developed which were particularly useful in formulating Government policy on land use: the general population and housing census and the draft national land management plan;

(b) The activities geared to reducing the food deficit enabled economic interest groups (women, young people, and adults) to engage in productive and income-generating activities and also helped to increase the productivity of women in rural areas;

(c) The development of technical tools for monitoring the economy (e.g. data banks) made it possible to improve national execution of programmes.

19. However, although the implementation of the programme was generally successful, a number of problems were encountered in implementing the projects. The Government did not always react with the necessary speed and commitment. In addition, the implementation of the structural adjustment programmes (SAP) imposed constraints on the Government, which had to turn to the United Nations system for a number of contributions owed by its partners. Some agencies were slow in providing experts and the technical back-up they offered was insufficient. Finally, the application of national implementation procedures was limited. The fifth country programme will give clear preference to national execution formulas.

20. Furthermore, there has been no genuine integration of the activities of the different funds of the United Nations system and relatively little effective on-site coordination with other providers of funds. The fifth programme will seek to integrate these activities to a greater extent. In this connection, the programme approach defined in General Assembly resolution 44/211 of 22 December 1989 provides an innovative form of methodological support.

21. Finally, because it is still in its early stages, coordination at the level of the Joint Consultative Group on Policy made no contribution to the fourth programme. Nevertheless, the various agencies concerned have already taken steps to ensure that genuine coordination is achieved during the fifth programme (harmonization of programming cycle starts, joint planning, etc.).

22. The overall conclusion to be drawn from the implementation of the programme is that, because of its neutral status and the accumulated expertise it possesses, UNDP cooperation has comparative advantages in three areas: (a) increasing national management capacity and promoting development; (b) preserving the environment; and (c) human resources development.

## B. Proposals for UNDP cooperation

### 1. Preparatory process

23. The preparation of the new programme began with the drafting of an advisory note. The programme was based on the one hand on the conclusions of the mid-term review (January 1990) and the 1990 annual review of the fourth programme and, on the other, on (a) the long-term assessment of the development of Senegalese society contained in the forward study entitled "Senegal 2015"; (b) the analysis of government strategies contained in the Act on the economic and social policy plan (1989-1995); and (c) the reform

policies set down in the fourth structural adjustment programme and the Act on the three-year public investment and action programme. It also draws on sectoral studies (environment, employment), the programmes of the associated funds, and, to some extent, the programmes of the agencies belonging to the United Nations system. Finally, it takes account of Governing Council decision 90/34 of 23 June 1990.

24. During the preparation of the programme, the Government and UNDP collaborated with representatives of the agencies of the United Nations system, including the World Bank. The work involved a process of interaction comprising four stages: preparation of a basic document; preparation by a joint Government/UNDP committee of a first version of the programme on the basis of the background documents cited above; discussion with United Nations agencies and representatives of the government ministries and bodies concerned; and final consideration with the Minister of Finance and agency representatives. It was thus possible to secure the full participation of all parties concerned.

## 2. Strategy for UNDP cooperation

25. The UNDP cooperation programme is woven around four areas of concentration: development of human resources; promotion of sustainable development; development of the private sector and promotion of employment; and strengthening economic planning and management capacity. The choice of these four areas takes account of the following factors:

(a) The Government's desire to adopt a human development strategy involving the active participation of the population in its own development;

(b) The strategic aims of the Government, which are to preserve natural resources and extend economic reform;

(c) Strengthening capacity to manage and regulate the economy in order to meet the demands of national economic management;

(d) The need to combine UNDP contributions effectively with those of other donors so as to maximize the effects of the aid with regard to the Government's objectives and programmes.

26. A number of projects from the fourth programme have been included again in the new programme, with appropriate adjustments to ensure that they fit within the four areas of concentration identified. The basic idea in drawing up and carrying out the country programme is to concentrate assistance from the United Nations system within the priority sectors defined by the Government in conjunction with UNDP.

27. Because of its multilateral, neutral and flexible nature, UNDP is particularly suited to being a partner of the Government. Encouraging grass-roots participation, particularly by women, at all stages of the

development process will be the strategy used in all activities supported by UNDP. Cooperation by the United Nations system is bound to benefit environmental conservation and the rational management of natural resources, which is another of the programme's main focuses.

28. Mobilizing both national and international skills will encourage the formulation of a national employment policy and the promotion of the private sector, as well as the introduction of the tools necessary for effective economic planning.

29. Thanks to the programme approach, when the time comes to determine the actual content of each of the areas of concentration, the necessary coordination will have been established with all partners in the development of Senegal, as well as with the United Nations system and bilateral and multilateral donors. These donors will also be involved as far as possible in the application of the programmes by means of joint or complementary implementation measures. Senegal is a member country of the Consultative Group and, consequently, the results of the Group's work will be incorporated where appropriate when the programmes are being drawn up and introduced.

## 3. Proposed UNDP cooperation in selected areas of concentration

### Human resources development

30. National objective. One of the Government's priority aims is decentralization. The strategic requirements of decentralization and popular participation in development fall within the scope of the human-development concept devised by UNDP, information concerning which has been made available to the Government. According to the Human Development Report 1991 the human development index (HDI) currently ranks Senegal as 135 on a list of 160 countries. The Government's aim is to improve the country's position on the index.

31. UNDP cooperation. With regard to human development, an area of concentration has been devised consisting of a number of integrated measures to be carried out at both the national and the local level.

32. At the national level, achieving the goal of human development will require vital work on setting up data banks to take account of the social effects of reform and the promotion of human development in the field of economic policy. This will involve:

(a) Including social data in statistical and national accounting systems;

(b) Establishing regional data banks and including in them social data which meet the criteria of human development;

(c) Assisting the SAP monitoring committee in processing social data.

33. Establishing data banks of this kind will be useful in helping to correct the social effects of structural adjustment and in drawing up both regional plans and local programmes.

34. At the local level, human development and participation in development are closely linked. With this in mind, the programme will provide support for popular participation by encouraging local communities to prepare and put into action local human development programmes. This support will involve:

(a) Sensitizing and training the population (strengthening and extending functional literacy programmes in national languages and basic education);

(b) Promotion of social welfare through measures to combat human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS), support for the maternal and child health programme, preservation of water sources and strengthening communication systems;

(c) Promotion of viable development activities in an integrated system of agriculture, stock farming and forestry;

(d) Promotion of small and medium-sized enterprises (SME).

35. Support for women's groups will be based on:

(a) Economic support by improving access to land and ability to start up economic activities (processing, conservation and disposal of products);

(b) Lightening women's workload by introducing equipment for agriculture and food production;

(c) Support for the literacy programme and training educators in the field of functional literacy;

(d) Training supervisors and organizers at the senior level so as to enable women to benefit from technical advice on agriculture and management and from the social and health infrastructures vital for their advancement.

36. The impact of human development measures will be gauged by the capacity of local authorities to take responsibility for the creation and organization of literacy and basic education centres, health infrastructures and properly organized units or groups whose members are able to initiate and run their own development activities. Members of these communities will receive appropriate training to enable the centres to be operated on a permanent basis.

37. The immediate results will be an improvement in literacy rates for men and women, an increase in the number of men and women having access to income-generating activities in agriculture, stock farming or forestry and a fall in maternal mortality rates achieved by providing a better-informed population with access to better-trained medical personnel and more efficient health centres.

38. Implementation procedures in the area of concentration. Implementation of the programme will be essentially at the national level, organized on a geographical basis through local authorities. Nevertheless, methodologies and instruments will have to be established to mobilize and secure the participation of professional groups and local non-governmental organizations (NGOs) in the preparation and execution of the programmes of the decentralized authorities (villages and local communities). At the national level, a national monitoring committee will be set up.

39. UNDP cooperation will be concentrated on specific regions and will focus on village communities to be identified in close cooperation with the Government and in consultation with donors so as to avoid overlapping of aid.

40. The complexity of the programme will mean that the involvement and effective support of United Nations agencies will be required. Measures to promote human development at the local level will be covered by joint planning and will draw support from programmes financed by UNSO and the United Nations Development Fund for Women (UNIFEM) as well as other agencies such as UNFPA, the World Health Organization (WHO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Food Programme (WFP), the International Labour Office, the United Nations Children's Fund (UNICEF) and the Office of the United Nations High Commissioner for Refugees (UNHCR).

41. Allocation of resources. $4,842,000 of the resources available under the indicative planning figure (IPF) will be allocated to operations under the programme, of which $1,384,000 will be used to fund ongoing projects carried over from the fifth programming cycle. To this should be added the $450,000 provided by the Government of the Netherlands for cost-sharing. The associated funds will make an overall contribution of $17,782,000 ($13,032,000 from the United Nations Capital Development Fund (UNCDF); $4 million from UNSO; $750,000 from UNIFEM). Other resources will be provided by UNFPA ($8.9 million), making an overall total of $31,974,000.

Promotion of sustainable development

42. National objective. Protection of the environment is the most important of the Government's main strategic objectives. Depletion of natural resources, together with increasing soil degradation caused by continuous erosion, are resulting in a general decline in agricultural yield making it imperative that environmental protection measures be closely linked to rural development.

43. UNDP cooperation. As a complement to and in combination with measures taken by other partners of the Senegalese Government, an integrated programme will provide multifaceted assistance at the national and local levels.

44. At the national level, the programme will provide assistance for strengthening and improving planning and land management and monitoring the use of land and natural resources. This assistance will involve in particular:

(a) Drawing up and implementing the national plan and regional development plans;

(b) Improving data acquisition methods for natural resources;

(c) Improving soil mapping;

(d) Strengthening the global and integrated management of natural resources through the establishment of a strategic framework and environmental monitoring.

45. The combined effects of these measures will be to provide the Government with a coherent and decentralized frame of reference (the land management plan) for the formulation of a policy for the rational use of national land. A further result of these measures will be an improved knowledge of basic natural resources and enhanced corrective measures for the preservation of natural resources.

46. At the same time a series of local measures will focus on combating desertification and managing village lands. These measures will involve:

(a) Conservation and regeneration of soils;

(b) Reconstitution and protection of forests and vegetation cover;

(c) Development of energy sources as an alternative to coal and firewood (new and renewable energy sources);

(d) Acquiring expertise in hydraulic techniques and management of water resources.

47. Measures to combat pollution and environmental nuisance could include the following:

(a) Definition and application of environmental management standards;

(b) Protecting and improving the environment of aquifers;

(c) Processing of household waste and refuse.

48. The effects of these measures will be tangible. A mechanism for the planning and management of land, space and natural resources will be established using the necessary human resources. Improved training will help ensure that lasting results are achieved in the field of:

(a) Drawing up and revising land management plans;

(b) Interpreting soil maps;

(c) Ongoing analysis of information relating to natural resources.

49. Techniques willl be developed for the conservation and regeneration of soils, as well as for the protection of forests, in order to enhance monitoring of these natural resources and take appropriate measures. Finally, standards for environmental management will be established and the relevant authorities will see to it that they are observed.

50. Implementation procedures. Implementation of the programme will be essentially on a national basis and will involve United Nations agencies and NGOs. UNDP will be closely involved with the management and coordination of measures.

51. Measures to combat desertification and pollution and environmental nuisance problems will be included as appropriate in the local development programmes. The implementation of the project for integrated agricultural, forestry and grassland development, currently in progress, will be pursued under this heading.

52. The measures will be planned together with UNSO, WFP, the United Nations Industrial Development Organization (UNIDO), the Food and Agriculture Organization of the United Nations (FAO) and UNDP.

53. The measures to safeguard the environment will be viewed in a regional perspective. They will be planned jointly together with bodies such as CILSS.

54. Allocation of resources. The programme's funding, which will be in the region of $33,632,000, will come from the IPF, the associated funds and the Global Environment Facility. IPF resources will total $7,862,000, including $6,179,000 for operations in progress carried over to the fifth cycle. A further $370,000 is being provided by the Government of the Netherlands for cost-sharing. As for the associated funds, UNCDF will provide $2 million, UNSO $12,000,000 and UNIFEM $250,000. UNFPA will provide $350,000 and WFP $5.8 million. GEF resources are calculated at $5 million.

Development of private sector and promotion of employment

55. National programme. The economic reform and structural adjustment programme forms a crucial plank of the Government's strategy. The Government's major partners are the International Monetary Fund (IMF) and the World Bank. Because of the flexible and neutral nature of its cooperation and its concentration on strengthening the institutional capacity to implement policies, UNDP can make a significant contribution.

56. UNDP cooperation. Private sector development is at the heart of the structural reform programme. Given the current situation in Senegal, the promotion of the private sector is closely linked to the problem of employment and the reintegration into the job market of the victims of socio-economic and political changes. It will also involve the strengthening and expansion of SME. In the context of the structural reform programme set out above, the Government and UNDP therefore felt that it would be useful for UNDP cooperation to focus on employment, promotion of the private sector and

restructuring of selected branches of industry. The contribution of UNDP to this Government programme consists of a package of interrelated activities. The various components fit together in line with the requirements of economic reform and the Government's structural adjustment programme.

57. UNDP cooperation will thus comprise:

(a) An employment policy and its implementation, which will involve:

(i) The elaboration of an employment policy and the establishment of the necessary means for its implementation;

(ii) The promotion of decentralization of employment areas;

(iii) A training job balance and a wage scale; and

(b) Support to promote the development of industrial subsectors deemed to have growth potential, which will involve:

(i) Support to the Ministry of Industry and the Ministry of the Economy, Finance and Planning for the coordination of industrial development programmes; and

(ii) The strengthening of subregional and regional industrial cooperation linkages.

(c) Logistical support to promote increased and improved productivity in the private sector, which is being realized through:

(i) Assistance provided in the form of management consultancy, direct financing and participation (promotion of investments) to small and medium-sized enterprises and to micro-enterprises in the informal sector;

(ii) Establishment of economic and technical data banks and access to information;

(iii) Standardization of quality and certification;

(iv) Assistance in the training of business entrepreneurs and executives with experience in modern corporate management techniques. In this context, meetings with subregional entrepreneurs and managers will be encouraged.

58. This assistance will be channelled primarily to former government employees who intend to go into business and/or have obtained credit to start small and medium-sized enterprises.

59. The impact of such activities is qualitative in nature. The indicators of success will comprise the Government's definition and adoption of an

employment policy; a clear definition of measures to support the private sector; and an institutional and fiscal environment conducive to a significant improvement in private-sector productivity. A technical and economic data bank will be set up and made available to private enterprises. A systematic management training policy for private-enterprise executives will be adopted.

60. The public-enterprise sector continues to be a major source of value added and employment. The Management Development Programme (MDP) will provide support to the rehabilitation of public enterprises. Where necessary and to the extent possible, IPF resources will complement such support.

61. Support for the strengthening of vocational training capacity will be provided to private-sector activities, the goal being the upgrading of vocational skills and the training of craftsmen in the informal sector (revitalizing chamber of trade training centres).

62. Arrangements for the implementation and administration of cooperation. The activities will be programmed in conjunction with the World Bank and the Department of Technical Cooperation for Development (DTCD), with the participation of UNIDO and UNCDF and bilateral aid sources. Resources provided by technical cooperation among developing countries (TCDC) will be used.

63. UNDP cooperation will come into play in the second phase of the Human Resources Development Programme being designed in conjunction with the World Bank. Subregional training facilities will be used and, in general, subregional cooperation will be profitably employed. Lastly, UNDP assistance for all vocational training activities should be provided in conjunction with bilateral sources such as the Government of the Netherlands, the Government of Japan, the Government of France and other partners of Senegal, and in collaboration with other agencies in the United Nations system, such as UNICEF and ILO.

64. Allocation of resources. Total financing of $14,594,000 will be earmarked for all projects, with $7,644,000 coming from the IPF, $1 million from MDP, $2.1 million from UNCDF and $3,850,000 in additional funds, including $1,250,000 from UNFPA, $1.1 million from WFP and $1.5 million from UNIDO.

Strengthening of national economic planning and management capacities

65. National goal. As economic activity has come to be regulated by the market rather than the Government, the role and function of the State have been redefined. The resulting more modest but more modern State apparatus is likely to promote economic growth and a reduction in social costs through negotiation. This has prompted the Government to launch a programme for readjusting the methods and tools of national economic management and executive training in the private and public sectors in order to make executives more effective and more enterprising.

66. UNDP cooperation. Taking into account the participation of other sources of cooperation, such as the World Bank and the Government of France, UNDP cooperation will form part of a multi-component programme.

67. Control of the system of national economic planning, management and follow-up. UNDP cooperation has helped to develop a number of instruments and methods which national executives have adopted. An adjustment of macroeconomic management and development planning is called for. This would involve:

(a) Support for the introduction, within the Ministry of the Economy, Finance and Planning, of a think tank and support unit for the formulation and implementation of economic and monetary policies and, in general, the evaluation of economic regulation policies;

(b) The development and utilization of sophisticated instruments, including an input-output table, an economic overview chart, a table of financial transactions, a forecast model, including short-term forecasting and a model and system for support to policy formulation;

(c) Strengthening of programming through:

(i) The strengthening of regional programming: review of integrated regional development plans, design of software for the follow-up of programme implementation and elaboration of methods for formulating regional projects;

(ii) Development of methods for establishing linkages between multi-annual preparatory assessment and programming procedures and procedures for budgeting and monitoring government-financed investments;

(iii) Support to the implementation of a new public accounting system;

(d) Formulation of a technical cooperation management policy and establishment of a technical cooperation programme within the framework of NaTCAP.

68. Preparation of long-term sectoral development studies. The Government of Senegal conducted a forward study on Senegal to the year 2015. This undertaking must now be supplemented by studies which would give an indication of long-term sectoral development prospects.

69. Assistance in the training of economic managers. This will involve a training programme in business policy and will facilitate both the implementation of economic reforms and adjustments in regulation policies. It is necessary to prepare a comprehensive training/information programme for Senegalese senior executives in the public and private sectors; the programme will take the form of seminars dealing with specific economic policy issues.

70. The objective of the aforementioned programme is to improve the quality of economic management by providing decision makers with advanced and efficient means of analysis and decision-making and to ensure optimum programming of resources for growth. The indicators for success for this component are:

(a) The establishment of an advisory unit to conduct long-term sectoral development studies;

(b) A data bank that will provide permanent access to an overview of the state of the economy (preparation of an economic overview chart, an input-output table and a forecast model);

(c) An ongoing programme in modern management practices to provide training and advanced training for executives.

71. Implementation arrangements. In the three areas of activity that constitute the first area of concentration (establishment of a think tank, development of instruments for managing development and strengthening programming), the cooperation of DTCD will be sought and integrated with national expertise.

72. Much use will be made of national capacities in the preparation of the long-term sectoral studies. The use of those capacities will help upgrade national expertise.

73. The countries of the subregion will participate in business policy training in a way that will promote a fruitful exchange of methods, experience and results achieved to date. The Centre for Advanced Administration and Management Studies (CESAG) and the African Institute for Economic Development and Planning (IDEP) can serve as the physical framework for the conduct of the programme. This type of training will be modelled on the training provided by public policy institutes. The experience of DTCD in this area will be sought.

74. Allocation of resources. The programme will be financed essentially from IPF resources, or $4,999,000, of which $1,019,000 are for ongoing operations to be carried out during the fifth cycle. UNFPA will contribute $1.4 million.

## C. Implementation and management arrangements

75. The programme will be executed in such a way as to ensure the effectiveness of the measures undertaken.

76. Account will be taken of the programme approach defined in General Assembly resolution 44/211 of 22 December 1989. Ongoing projects will be integrated in the areas of concentration identified with the Government.

77. The implementation of cooperation of UNDP will require: (a) greater involvement of UNDP in the areas of management, identification and follow-up;

(b) the establishment, with the Government, of institutionalized coordination formulas for programme implementation; and (c) permanent contact with the other donors and executing agencies concerned.

78. The programming and identification of actions should systematically provide the means for their sustainability, both at the level of recurrent charges and at the institutional level.

79. National execution will be employed more widely and optimum use will be made of national expertise and the human and technical resources of non-governmental organizations.

80. The programme will be evaluated every year, and there will be a comprehensive mid-term evaluation. The areas of concentration will be evaluated at regular intervals.

Annex I

FINANCIAL SUMMARY

I. ESTIMATED RESOURCES (IPF + cost-sharing) TAKEN INTO ACCOUNT FOR PROGRAMMING

(Thousands of dollars)

| | | |
|---|---|---|
| Carry-over from fourth cycle IPF | (2 800) | |
| Fifth cycle IPF | 31 381 | |
| Subtotal IPF | | 28 581 |
| Project cost-sharing (Government) | - | |
| Project cost-sharing (Third party) | 820 | |
| Programme cost-sharing | - | |
| Subtotal cost-sharing | | 820 |
| TOTAL | | 29 401 |

II. ALLOCATION OF RESOURCES (IPF + cost-sharing) BY AREA OF CONCENTRATION

| Area of concentration | IPF | Cost-sharing | Total | Percentage of total resources |
|---|---|---|---|---|
| Human development | 4 842 | 450 | 5 292 | 18 |
| Sustainable development | 7 862 | 370 | 8 232 | 28 |
| Private sector | 7 644 | - | 7 644 | 26 |
| Planning and management | 4 999 | - | 4 999 | 17 |
| Subtotal | 25 347 | 820 | 26 167 | 89 |
| Unprogrammed reserve | 3 234 | - | 11 | |
| TOTAL | 28 581 | 820 | 29 401 | 100 |

III. COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES USED IN AREAS OF CONCENTRATION

(Thousands of dollars)

| | | |
|---|---|---|
| A. UNDP-administered funds | | |
| SPR | 1 000 | |
| UNCDF | 17 132 | |
| UNSO | 16 000 | |
| UNIFEM | 1 000 | |
| UNRFNRE | - | |
| UNFSTD | - | |
| Subtotal | | 34 132 |
| B. Other United Nations resources | | |
| JCGP participating agencies | | |
| UNFPA | 11 900 | |
| UNICEF | - | |
| WFP | 6 900 | |
| IFAD | 75 | |
| Other United Nations agencies (non-UNDP financed) | 1 532 | |
| Global Environment Facility | 5 000 | |
| Subtotal | | 25 407 |
| Total non-core and other United Nations resources | | 59 539 |
| C. Non-United Nations resources | | - |
| TOTAL | | 59 539 |

Annex II

PROGRAMME MATRIX

| Area of concentration | Area of focus a/ | | | | | |
|---|---|---|---|---|---|---|
| | Poverty eradication and grass-roots participation | Environment and natural resource management | Management development | TCDC | Transfer and adaptation of technology | WID |
| I. HUMAN DEVELOPMENT | | | | | | |
| Data bank | * | | * | | | * |
| Local human development programmes | * | * | * | | | * |
| Women's groups | * | * | | | * | * |
| II. SUSTAINABLE DEVELOPMENT | | | | | | |
| Physical planning and natural resources management | * | * | * | * | | |
| Desertification control | | * | * | | | * |
| Pollution and environmental nuisance control | | * | | * | | |
| III. PRIVATE SECTOR AND EMPLOYMENT | | | | | | |
| Employment policy | * | | * | | | * |
| Industrial development | | * | * | * | | |
| Private sector | * | | * | * | | * |
| Public enterprises | | * | * | * | * | |
| Vocational training | * | | * | * | * | * |
| IV. ECONOMIC PLANNING AND MANAGEMENT | | | | | | |
| Economic planning, management and follow-up | | * | * | * | | * |
| Long-term sectoral development studies | * | * | * | * | | * |
| Business policy | | * | * | | | |

a/ Asterisks indicate major linkage only.

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# PROGRAMME PLANNING: COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

# FIFTH COUNTRY PROGRAMME FOR SENEGAL

Note by the Administrator

## I. THE PROGRAMMING PROCESS

1. The programming exercise began with the preparation of an advisory note, in which the United Nations Development Programme (UNDP) invited the Government of Senegal to cooperate in the formulation of a new country programme. The conclusions and recommendations of the mid-term review and the 1990 annual review of the fourth country programme provided valuable inputs in the preparation of the fifth country programme. Thematic studies concerning women in development, the environment and employment have been carried out and were taken into account. Programmes of associated funds and United Nations specialized agencies were also considered. A national technical cooperation assessment and programme (NATCAP) exercise has just started in Senegal and thus could not contribute to the programming process; its results will be helpful, however, at the programme implementation stage.

2. The preparation of the fifth country programme for Senegal involved both UNDP and the Ministry of Economy, Finance and Planning, which is the focal point for the coordination of technical cooperation. A Government-UNDP joint committee was established, which worked closely with United Nations agencies, including the World Bank.

3. The programming process included a series of meetings with the sectoral ministries, government agencies and United Nations agencies to discuss the new country programme objectives and strategies and the draft document prepared by the joint committee.

4. The present country programme is concerned with problems considered critical to the restructuring of the economy and is consonant with the Government's strategic objectives and programmes. It is complementary to the assistance of Senegal's other development partners and represents a framework for the coordination and mobilization of UNDP resources and a reference framework for United Nations agencies.

## II. ANALYTICAL COMMENTARY ON THE FIFTH COUNTRY PROGRAMME

5. In line with the programme approach defined in General Assembly resolution 44/211 of 22 December 1989, proposed UNDP assistance to Senegal is structured around four themes: human development; sustainable development; private sector development and employment; and strengthening of planning and management capacities. The four themes are in line with national strategic objectives and programmes.

6. As regards the first theme, human development, a key government objective is decentralization. The complex social and economic tasks involved in achieving such an objective imply: full participation of the population in development endeavours; the creation of better living conditions; and self-supporting income-generation. The Government espouses the concept of human development and aims to pursue it with the cooperation of UNDP. Currently the Human Development Index (HDI) ranks Senegal as 135 in a list of 160 countries. UNDP cooperation in developing an integrated programme aimed at supporting national decentralization will at the same time target improvement in human development indicators, notably literacy and health.

7. The second theme, sustainable development, emphasizes protection and preservation of the environment, along with popular participation, as top government priorities. Natural resources depletion, combined with soil degradation, severely affect agricultural output. Protection of the environment must be linked to productivity. The Government has requested UNDP cooperation in the development and implementation of a programme, including actions at the national and local level.

8. The third theme, private sector development and employment, regards reform and structural adjustment as critical to the Government's overall development strategy. Promotion of the private sector stands at the heart of this programme, which is expected to stimulate economic growth and create employment. In this programme area, the Government's major partners are the International Monetary Fund (IMF) and the World Bank. The Government has also requested UNDP cooperation because of its flexible and neutral nature. Both the Government and UNDP believe it useful to concentrate assistance on small private enterprises, in particular vocational training and national business management training. Given the diversity of the activities concerned, UNDP assistance has been conceived as a package of interrelated activities.

9. The fourth theme, planning and management, redefines the Government's role in the economy, promoting a shift from state to market regulation. It

proposes a more modest, more modern state apparatus to effect, through incentives and negotiation, a reorientation of the economy, working towards economic growth and reduction of social costs. Senegal has a remarkable pool of expertise in economic planning and macroeconomic management. However, the need to implement the economic reforms has necessitated reorientation and strengthening of the national planning and management capacity to adjust them to the new development thrusts.

10. Within this perspective, the Government and UNDP conceived a programme which includes four complementary components: a think tank at the highest level of economic decision-making; advanced economic monitoring methods and tools; local and regional programming methods and procedures; and training of senior officials in decision-making, economic policy formulation and business development.

11. The choice of the four areas of concentration for UNDP assistance is in line with Governing Council decision 90/34 of 23 June 1990, especially with reference to the recommended themes of poverty eradication and grass-roots participation in development, environment problems and natural resources management, management development and women in development. The promotion of human development is equally a concern of the country programme.

## III. MANAGEMENT OF COUNTRY PROGRAMME IMPLEMENTATION

12. The programme approach calls for strengthened management and monitoring of programme implementation. The formulation and monitoring of each programme area will be organized within a well-defined institutional framework with flexible but clear procedures. This will require more active involvement of both the Government and UNDP and heightened awareness of the need for better coordination and institutional arrangements among the Government, UNDP, executing agencies and non-governmental organizations (NGOs).

13. The identification and programming of activities will systematically include the means for their sustainability, both as regards recurrent costs and institution-building.

14. The programme will encourage the optimum use of national execution and existing national expertise, as well as the human and technical resources of NGOs.

15. An in-depth mid-term review and annual reviews of the programme will be conducted. In addition, each of the four programme areas will be evaluated periodically.

## IV. RECOMMENDATION OF THE ADMINISTRATOR

16. The areas of concentration of UNDP assistance fit within the Government's overall development strategy and correspond to the recommendations of Governing Council decision 90/34. Therefore, the Administrator recommends that the Governing Council approve the fifth country programme for Senegal.

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